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ABSTRACT

This 2-part experimental and demonstration project report is based on research and analysis conducted by the Center for Urban Programs at St. Louis University. Part I, which is derived from observations of summer youth employment programs in several cities, describes a general program guide for operating future summer youth employment programs. Guidelines are outlined for: (1) overall organization and coordination, (2) overall timing, (3) staff and training, (4) job development, (5) recruiting and selecting youth, (6) orienting youth, (7) referral and placement, (8) evaluation and final report, and (9) planning the next summer program. The guide recommends that operations start approximately 6 months before the end of the school year, which necessitates early funding so that staff for each phase can be hired. Also, successful application of the model program would be enhanced if small teams of Labor Department personnel could provide technical assistance. Part II briefly summarizes the summer employment activities in St. Louis, Phoenix, and New Haven, highlighting the main program elements and differences between the programs. An outline of a youth orientation program and a suggested summer program for 14-15 year olds are appended. (SB)

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EXPERIMENTAL AND DEMONSTRATION FINDINGS NO. 10

SUMMER YOUTH EMPLOYMENT GUIDE

U.S. DEPARTMENT OF LABOR
Manpower Administration

1

EXPERIMENTAL AND
DEMONSTRATION
FINDINGS NO. 10

SUMMER YOUTH EMPLOYMENT GUIDE

U.S. DEPARTMENT OF LABOR
J.D. Hodgson, Secretary
Manpower Administration

1971

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EDUCATION & WELFARE
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INTRODUCTION

This report has two main sections:

PART ONE

— describes a general program guide for operating future summer youth employment programs.

PART TWO

— is a summary report on the summer employment activities in St. Louis, Phoenix, and New Haven.

The model summer youth employment program described in Part One is based on the observations derived from monitoring and observing summer youth employment programs in several cities.

The suggested summer program guide recommends that operations start approximately six months before the end of the school year. Therefore, early funding of the program is necessary to hire the staff required for each phase. Also, the successful application of the model program would be enhanced if small teams of Labor Department employees could provide technical assistance on staff training methods, program materials, coordination and other program needs.

Appendix I contains the outline of a youth orientation program which could be utilized by all summer youth employment programs. The orientation materials were designed by the Center for Urban Programs based on experience in St. Louis, Phoenix, and New Haven. Appendix II presents a suggested summer program for 14-15 year olds. Both these Appendices may be implemented by any city regardless of whether the model presented in Part One is used.

PART ONE

Summer Youth Employment Progam Guide

In past years, summer youth employment programs in most large cities have not achieved their potential success due to a lack of jobs and insufficient funding. Special emphasis must be given to the problem of finding enough summer jobs. Involvement of the Employment Service is vital in such a program, but the ES need not have the responsibility for overall administration of the program. Nevertheless one agency should have prime responsibility for coordinating summer youth employment activities.

The local community agency responsible for administration of a summer youth employment program must be one whose resources and capability enable it to expand operations during the summer. The four criteria below should be considered in selecting the operating agency:

a) administrative experience in operating large programs.

b) access to capable summer staff.

c) working relationships with and a functional knowledge of the various cooperating agencies.

d) ability to expand activities to meet the demands of a summer employment program.

Each community should choose an operating agency from those local organizations which meet these criteria.

A

OVERALL ORGANIZATION AND COORDINATION

1. **The effectiveness of a summer job program is related to the degree of organization and cooperation which is present. The summer job program should be coordinated with other employment, educational or recreational programs in the community. This coordination should take the form of avoiding duplication, meshing operations, and sharing information between agencies.**

2. **The main elements which must be coordinated are the private sector companies, the job pledging organization, the state employment service, the operating agency, the school system, Federal agencies, labor organizations, the OEO-CAP agency, and any other governmental and private agencies involved in youth activities.**

3. **A Summer Youth Employment Board, chosen early in the year, should be responsible for organizing the summer program and coordinating its**

services with other available community programs. The Board may be a committee of the Mayor's Council on Youth Opportunity. Representation on the Board should include the participating agencies, private business, Federal agencies, citizen representatives, other governmental units supplying jobs, and labor. One member is designated as Board Chairman to act as convener and contact man.

4. The participating companies' primary relationships with the job pledging organization, employment service, and operating agency are as follows:

   a) Job Pledging Organization (e.g., NAB or Chamber of Commerce)

      The personnel who solicit job pledges should be executives of companies who are actively participating in the program.

      They should be thoroughly acquainted with all services and organizations involved in the summer program.

      All calls should be made in person to ensure maximum response.

      Since job pledges are critical to the success of the program, all available media for publicity should be utilized to communicate this need.

      It is important to ensure that the personnel department of a pledging company knows that a pledge has been made.

   b) Employment Service

      The ES must separate its summer effort from its other areas of concern.

      One day after a job pledge is made, ES should receive it from the pledging organization (a copy should also go to the operating agency).

      Within one week of receipt of these pledges, the ES should verify the number of openings and obtain specifics on the type of job, requirements, location, and pay; the ES representative should determine with the company the time(s) for referral and the number to be referred.

      Program effectiveness would be improved if the ES representative is familiar with all components of the summer youth employment program so that he can answer any employer questions on cooperating agencies or program services.

      After the ES has obtained the necessary information from the companies, it is ready to make referrals. (This process is discussed in Section G.)

c) Operating Agency (e.g., YMCA, Urban League, Mayor's Council or ES)

Company representatives should be invited to participate in the planning stage of the summer program.

Starting with the initial contact for a pledge, the company should be told what the operating agency's function will be.

Companies should be invited to a meeting with representatives of the key program elements. The operating agency can present its program at this time.

In addition, the operating agency should send out publicity materials on its role to the pledging companies.

5. **The job pledging organization should cooperate with the companies, ES, and the operating agency as follows:**

a) The relationship with the company was treated in A.4a. The suggested procedure for job development will be discussed in Section D.

b) The responsibility of the job pledging organization to the ES is to provide accurate lists of companies (with a specific contact person) which have pledged summer jobs.

This should be done on a continuing basis starting as soon as job development begins.

c) The job pledging organization and the operating agency must cooperate to insure that companies have a clear understanding of the role and purpose of the operating agency in the summer program.

In addition the job pledging organization should forward to the operating agency a duplicate of the pledges which it sends to the ES. This list is for follow-up purposes.

6. **The ES should coordinate its activities with the companies, job pledging organization, operating agency, and, to some extent, the school system as follows:**

a) The relationship between the companies and the ES was described in A.4b.

b) The relationship between the pledging organization and the ES was described in A.5b.

c) Although the ES must follow up the pledges it receives with the companies, this process is fairly mechanical and does not differ significantly from regular ES procedures. However, in its relationship

with the operating agency, the ES must establish and utilize special procedures:

The summer program should be handled by a special or separate staff.

It is essential that the ES recognize that in the summer program, the youth's needs are as important as the employer's needs. This shift away from employer-centered operation should not be troublesome since ES is dealing only with companies which have made job pledges.

ES must provide a record of the youth referrals to the operating agency for follow-through.

Traditional ES procedures in handling referrals should be streamlined to allow for maximum flexibility in filling pledges left unfilled when the summer work phase begins.

d) The ES contact with the school system should be through the operating agency. (See A.7.)

7. The operating agency's relationships with all major program elements except the school system have been outlined above. The relationship with the school system follows:

a) The school system's assistance is crucial in establishing an effective program for school age youth. It is only at school that effective contact can be made with the majority of in-school youth. This in-school contact saves considerable time and, thus, maximizes the efficiency of recruiting youth.

b) The school system's most important contributions are in the program phases of recruitment, orientation, and referral; in each phase the school system must work closely with the operating agency or ES. (Operating agency for recruitment and orientation and ES for referral.) These program phases will be discussed separately in Sections E, F, and G, respectively.

8. Labor organizations should be included at every opportunity. Their main assistance would be in waiving union clauses which would otherwise prevent the hiring of youth for summer jobs and, secondly, to provide the normal grievance procedure for youth in summer jobs.

a) Support from labor should be enlisted early so that labor representatives might have a chance to alter whatever restrictions might prevent companies with union contracts from participating in the program.

b) As a realistic matter, the attitude in the business community, that of both labor and management, will be all important at this point. If one or both parties sees this as an opportunity to gain an advantage over the other, the program and hence the youth will suffer. In any such

eventuality, the community will lose and it is doubtful if either the company or the union would gain sufficiently to compensate the community loss.

9. **Other organizations or agencies may be involved in summer youth employment programs. These activities should be encouraged and coordinated, if possible, by the operating agency.**

B
OVERALL TIMING

The following time table sets forth an ordered flow of program phases necessary for program success. Although meeting this schedule would no doubt necessitate some adjustment in normal procedures by those involved, it would contribute significantly to the effectiveness of the program.

1. December

   a) Summer Youth Employment Program Board composed of representatives from all participating public and private agencies, business, and labor is selected.

      One member is designated as Board Chairman (in larger cities, this could be the President's Youth Coordinator) to serve as contact man and convener of the Board.

      Board officially designates the operating agency (e.g., YMCA, Urban League, Mayor's Council or ES), job pledging organization (e.g., NAB or Chamber of Commerce), and the job referral agency (ES in most cities).

   b) Identify funding sources required for additional staff load for participating agencies (the job pledging organization, operating agency, and ES).

   c) Identify funding sources for hiring youth. This would provide employment in addition to private industry, government, and NYC jobs (e.g., See Appendix II for a suggested program).

2. January

   a) Board meets to make basic policy decisions:

      1. *the selection of the target population*

      2. *priorities to be used in making job referrals*

      3. *the extent of supportive services to be provided by the operating agency.*

      (Sections E and G.1.)

   b) Job pledging organization obtains a staff of "loaned" executives from area companies.

3. February

a) Job pledging organization begins soliciting job pledges from larger employers, hoping to gain momentum for official job pledge "kick-off" from large initial pledges.

b) ES obtains staff for summer youth employment program.

c) Operating agency administrative staff begins work.

4. March

a) Job development campaign officially begins with a kickoff meeting of all companies and participating agencies.

b) Target youth are recruited and registered from the high schools by the operating agency.

c) Operating agency selects trainers for pre-job orientation sessions. All trainers meet for one day training session.

d) Operating agency plans program for 14-15 year old youth. (See Appendix II for a suggested program.)

5. April

a) ES receives all job pledges and contacts the pledging companies to get the specifics on each job. This means ES converts a job pledge for some number of youth into job orders which give detailed information such as job type and rate of pay.

b) Operating agency conducts pre-job orientation for youth — after school and Saturday.

c) Operating agency begins to recruit any additional staff for summer program.

d) Managerial analysis and research unit begins monitoring program.

e) Summer Youth Employment Board Chairman conducts field inspection of ES office to check on the number of job orders (openings).

6. May through end of school year.

a) ES matches youth enrolled with job orders developed and refers youth to job interview.

b) Operating agency makes follow-up check with youth after job interview date. Any "no shows" discovered are phoned to ES with written confirmation following.

c) ES follows through with company to determine disposition of referrals after all referrals to a company have been made. (Any new job openings discovered are recorded at this time).

d) ES refers youth to new openings or openings caused by "no shows" without reconfirming the openings with the company.

e) Approximately two weeks before youth are to begin work, all companies, agencies, and organizations meet together to identify problems, propose solutions, and reaffirm the procedures to be used during the summer.

f) Summer Youth Employment Board Chairman conducts field inspection of ES office to determine number of youth referred and hired.

7. **First Work Week for Youth**

a) Companies now report "no shows" directly to a special ES team. ES sends a replacement and notifies the operating agency of the outcome of the referral.

b) The ES contacts companies by phone to determine:

— *whether all positions are filled.*

— *whether the operating agency is in touch with correct contact person at the company.*

— *whether the company is aware it may call on the operating agency for assistance at any time.*

c) Youth who secured employment are contacted by the operating agency seeking the following information:

— *To determine whether they are actually working where the records indicate they were hired.*

— *To inform them that they should notify the operating agency if they encounter any problems.*

8. **Middle Work Weeks (This section assumes that sufficient funding is available for the operating agency to hire additional staff.)**

a) A small group of job coaches are on call during working hours to handle any problems that companies or youth might phone about.

b) The operating agency should contact working youth enrolled in the program once during the summer to assess the youth's experience on the job.

c) The operating agency should contact companies once during the summer to assess their experiences with summer employment.

d) A managerial analysis and research unit should regularly provide program feedback to the operating agency. A written report of suggestions and comments growing out of managerial analysis and research should be provided to the operating agency at least every two weeks.

9. **Last Two Work Weeks of Program**

Operating agency surveys companies and youth about continuing employment possibilities on a part-time basis during the school year. This survey will include the encouragement of such employment and the gathering of data for evaluation.

10. **September and October**

a) All written documents and available data concerning the program are compiled by the managerial analysis and research unit into a detailed program history.

b) Final program report including evaluation, analysis and statistical data on youth served is prepared by the managerial analysis and research unit.

c) Suggestions and modifications are forwarded to those who will plan the following summer's program.

C
STAFF & TRAINING

1. **Job Pledging Organization**

a) Personnel securing job pledges should be executives from area companies that plan to participate actively in the program.

b) Before beginning company contacts, the "loaned" executives should meet for one day to become familiar with the program, its aims, the agencies involved, and possible techniques to use in job pledge solicitation.

The training should stress the importance of making all calls in person.

2. **State Employment Service**

a) Sufficient staff should be added or assigned so that within one week of receipt of a job pledge, ES representative can contact the company by phone to obtain detailed job specification (a job order).

b) Staff is added or assigned for conducting the referral interview with the youth enrolled in the program.

For efficient operation, it is essential that the staff responsible for the summer program handle only that phase of ES operations.

ES personnel assigned to summer youth employment should be familiar with all aspects of the program.

3. Operating Agency

a) Administrative Staff

The number of administrators depends on the scope of the program, but all should be able to communicate effectively with the target population — administrative skills alone are not enough.

b) Pre-job orientation trainers (See Appendix I for a suggested program)

When the program is aimed at in-school youth, the natural tendency is to utilize teachers who are readily available and know the youth. While having some teachers act as trainers is desirable, they should not be used exclusively. To do so would inhibit the necessary frank discussion during orientation due to existing teacher-pupil relationships.

Others who may prove effective trainers would be college students from the target population's location, peer group members with work experience, and company personnel representatives.

Orientation trainers should attend a one day session concentrating on the program goals, the problems of adjusting to a work situation and techniques for presenting these matters to youth in the orientation sessions.

c) Job Coaches

The individuals selected for this task must have the maturity to deal with company representatives such as personnel men and job supervisors, as well as the ability to establish rapport with the youth in the program. This combination may frequently be found in young men and women who come from backgrounds similar to those of the target population who are 20 to 30 years old.

Training for the coaches requires familiarization with the program's goals and organization and thorough understanding of counseling techniques and the problems that youth and companies might experience.

D
JOB DEVELOPMENT

1. Job Pledge Phase

a) Job development should be conducted by loaned personnel from area companies through methods similar to those used in United Fund drives. In some smaller cities, the ES might conduct the campaign.

b) The drive for summer job pledges should be clearly distinguished from any other job pledging appeal even if it is necessary to have separate staffs.

c) The local NAB or Chamber of Commerce could serve as the job pledging organization.

d) All calls should be made in person.

e) Efforts should be made to avoid duplicate calls on businessmen.

f) The job development campaign should be aimed initially at the area's larger employers.

g) Federal agencies should make their pledge through the local Federal Executive Board, if one exists for the area.

h) In addition to standard information such as company name and address, the job developer should obtain the following information from the pledging company:

— *name of contact person.*

— *person who made the pledge.*

— *number of openings.*

— *whether the company would like additional services from the operating agency.*

i) The job developer should impart to the pledging company the following information:

— *the procedure used in making referrals.*

— *a brief profile of the type of youth who will be referred.*

— *a statement about the role of the operating agency.*

— *the name and phone number of the operating agency.*

Special emphasis should be placed on calling the operating agency for any problems that might arise in connection with the program.

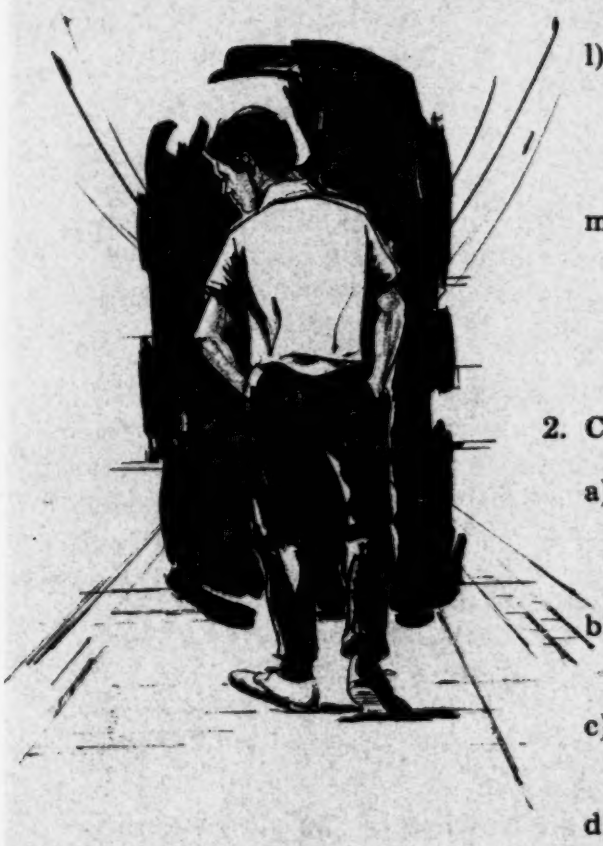
j) Timing for the job pledge campaign is as follows:

If possible, preliminary contacts with larger employers should start in February to provide momentum for the general meeting. A general meeting to kick off the job pledge program should be held early in March.

— *all agencies should attend.*

— *all area companies should be invited.*

The meeting serves as the beginning of the official campaign which continues through March and later if necessary.



k) After the official job pledge campaign begins, companies are reminded by phone or mail that additional pledges may be made throughout April, May and June.

This aspect should be played down in preliminary publicity so that pledges will be made early.

l) Job pledges are sent to ES one day after they are made. A copy goes to the operating agency for reference purposes only. The operating agency should not make direct contact with the pledging companies at this point in the program.

m) Companies that cannot hire youth should be encouraged to make a donation which could be used to pay youth to work in non-profit organizations. This would be a private effort similar to the NYC program. These funds might be set aside to provide jobs for 14-15 year olds (See Appendix II).

2. Converting Job Pledges into Job Orders

a) ES has full responsibility for converting the job pledges into job orders. This requires obtaining the specifications for each job pledge. This usually can be done by phone using experienced ES employees.

b) ES should convert job pledges into job orders by contacting employers within one week of receiving job pledge.

c) ES should provide staff to convert job pledges into job orders in March, continuing until July.

d) As the job pledges are converted into job orders, the operating agency and job pledging organization should receive copies of the orders.

The operating agency should not initiate direct contacts at this time but should utilize the data in the following respects:

— *to determine how many pledges have been converted into job openings.*

— *to identify trends in terms of rates of pay, locations of jobs, and age and sex requirements.*

This data can be used in the pre-job orientation sessions to acquaint youth with the types, duties and pay rates of jobs that will be available through the program. (See Appendix I for a suggested orientation program.)

The agency's recruitment publicity for youth can be shaped by this information.

The results of the ES contacts can be used by the job pledging organization to contact companies which made pledges that did not materialize into job orders. This follow-up is necessary to obtain the maximum number of summer openings.

E

RECRUITMENT AND SELECTION OF YOUTH

1. **One of the first policy decisions of the Summer Youth Employment Board is to determine the qualifications of the youth to be included in the target population.**

   a) Initially this decision involves a choice between aiming the program at poverty area youth enrolled in school, as opposed to those who are out of school. Youth in school can be more readily contacted and enrolled in the program. After this basic decision has been made, further qualifications can be added by the Board.

   b) Another consideration that might lead to the selection of in-school youth would be the present hiring practices of the business community. If many businesses are hiring minority group members for the first time, it might be better to ensure that the youths referred will help break down existing stereotypes. This would suggest program concentration on in-school youth, rather than drop-outs.

   c) On the other hand, if the community has had similar summer job programs previously, an effort could be made to lower the participant qualifications and expand the number of youth served. However, it might be better for drop-outs to go into another program such as the year-round NAB program.

   Note: The remainder of this section will assume that the program focuses on in-school youth. If that is not the case, then some community agency organization which can contact out-of-school youth must take the place of the school system. It is possible that some combination of in-school and out-of-school youth could form the target population.

2. **In establishing other qualifications for participation for students, the following criteria might be considered:**

   a) Some age limitation, e.g., over 16 years old.

   b) School achievement, e.g., "C" average or other evidence of satisfactory progress.

   c) Availability for full-time work during the summer, e.g., no summer school commitment.

   d) Socio-economic requirements: These automatically become part of the program when the youth must meet the "poverty index" which Federal agencies require or where referrals are to be based on some measure of need or minority group status.

   Even in the absence of specific socio-economic requirements, the model assumes that in most cities summer youth employment programs are directed to low-income and/or minority group youth.

3. **The school system's (or other agency's) major role in recruitment is providing the time and space to communicate with the in-school youth. The school system must work within the proposed time table for recruitment, orientation, and referral to ensure program success.**

4. **The operating agency should conduct assembly meetings at the target high schools to inform all youth about the program and how they can qualify and register. The referral nature of the program should be stressed; jobs are not guaranteed.**

   Actual registration of youth should be conducted in school homerooms. All information that the ES or the operating agency requires should be obtained at this time.

5. **All registered youth should be notified by mail of the dates for orientation. This will verify their home addresses so they can be contacted again by mail if necessary.**

   In some communities, many students list incorrect addresses and phone numbers. When this is not the case, this mail notification can be eliminated in favor of notification at the schools.

6. **Throughout the recruiting and referral process, it is necessary to exercise special precautions regarding publicity and other statements so that youth expectations are not raised beyond reasonable levels. The chief administrator at the operating agency should be responsible for ensuring the accuracy of all publicity statements.**

F

ORIENTATION OF YOUTH

1. **Proper orientation of enrolled youth, many of whom will be working for the first time, will add considerably to their success on the job.**

2. **To ensure participation in the orientation program, no youth should be referred to a job until he has completed the required number of sessions.**

3. **The school system provides the best opportunity to conduct these sessions. They can be scheduled after school with makeup sessions on Saturdays for students involved in athletics or other activities.**

4. **Teachers from each school may be used as trainers but should not be relied upon exclusively.**

   Others who might serve as trainers for at least part of the orientation session include area college students, company personnel people, local anti-poverty agency personnel, YMCA and other youth agency workers, ES representatives, and high school students with work experience.

5. **An intensive one day training session should be planned for all trainers.**

   This session should be conducted by the operating agency, and should include training techniques and subjects to be covered in the youth orientation sessions.

6. **The subject material for the youth orientation sessions should include the information that the youth will have to know in order to succeed in the "world of work." A suggested program is included as Appendix I.**

7. **Student participation should be encouraged by using small discussion groups, role playing, and similar techniques.**

8. **For youth with little or no job experience, more emphasis should be placed on basics such as dress and punctuality.**

9. **If orientation is conducted at one or two high schools each week, major speakers may make brief presentations to the entire group before the youth meet in their classroom sessions.**

   Speakers might include a company personnel man discussing the job interview; a labor union representative commenting on standard union practices; a participant in a previous summer job program reviewing his experiences.

10. **Trainers can be divided into two groups which rotate to the different high schools. This would enable two training groups to conduct orientation sessions at eight high schools during April. One trainer should be assigned to every 15-20 students.**

G

REFERRAL AND PLACEMENT

1. **Referral Phase**

   a) Assuming an adequate number of job openings, this phase is the most critical in the program. Unless referrals are made efficiently, some openings will not be filled and the potential of the program will be substantially reduced.

   b) The Board must decide the priorities to be used in making referrals to the job openings. Priorities might be assigned as follows:

      — *Measure of family need (combining family income and family size).*

      — *Seniors, Juniors, and Sophomores, in that order of preference.*

      — *Males before females.*

      — *Oldest youth taken first.*

   c) Effective referrals and placement requires cooperation between the ES, operating agency, hiring firms, and the school system.

   d) The actual referral is made by the Employment Service:

      — *ES has all the job orders from private companies and Federal agencies.*

      — *ES also has the registration forms for all youth in the program.*

      — *ES is aware of the priorities for referral set by the Board.*

— *ES matches the job orders to youth in the program. For convenience in making referrals, youth applications should be separated by school.*

— *After matching, the youth are notified to report to ES for their referral interview.*

The referral interview could be held after school, but an alternate time would be on Saturday. These interviews could be held at the ES office, schools, or community centers, as local conditions dictate.

ES staff member meets with the youth at the assigned time and discusses the specific job to which the youth is being referred.

e) This referral interview establishes:

— *The company to which the youth is referred.*

— *The location and how to get there.*

— *The type of job.*

— *The rate of pay.*

— *The time to report for the job interview.*

— *Whom to ask for at the company.*

— *What to do if unable to be at the scheduled job interview.*

— *The role of the operating agency.*

f) ES notes the referral information on the registration card and returns a copy to the operating agency for follow-up contact.

2. Placement Phase

a) The companies have already met with all participating agencies (in March) and should be aware of the procedures used in making the referrals.

b) The time for referrals has been mutually agreed upon by the company and the ES representative who previously contacted the company.

As an alternative to having the youth report to the company, some companies might conduct their interviews at the ES office — possibly on the Saturdays when youth are being referred. Where feasible, this procedure would add considerably to the efficiency of the referral process.

c) Since private companies will want a choice in their hiring, referrals to these companies will have to be in excess of the number of job

openings (e.g., referrals might be one to two times the number of openings).

Note: The possibility that a youth may not be hired on any specific referral because of multiple referrals must be stressed to the youth in recruitment, orientation, and referral. Federal agencies will probably require fewer referrals for openings; however, youth referred to Federal openings must meet the "poverty index".

Companies should set a specific time to notify the youth (e.g., call within two days).

d) As the operating agency receives copies of the registration cards with referral information, it must establish a file with cards arranged in order according to the day the youth is supposed to report to the company for the job interview.

e) The operating agency should place a follow-up call to each youth within two days after his scheduled job interview to determine whether he was hired.

Note: It is essential that the registration form list the correct phone number for this important follow-up step.

f) ES is responsible for placing a follow-up call to the company to determine whether the youth reported and whether all summer openings have been filled.

Note: This call is important since some companies may require additional referrals in order to fill all their openings.

g) The forms for any youth who was not hired on his first referral are sent back to ES for recycling after all enrolled have had one referral.

If the youth does not report for a job interview, ES is notified so that it can make additional referrals to the company. Whether this youth receives an additional referral becomes a matter of judgment by ES and the operating agency based on the adequacy of reasons for not going to the job interview.

h) The above steps should continue until all summer job openings have been filled.

Note: The school system's involvement in the referral and placement phase is one of cooperation. The youth will need to be excused from school for part of a day when they have their job interviews at the companies. If this is not permitted the referral process becomes much more difficult.

H

SUMMER WORK PHASE

The summer work phase can be divided into three sections: the first week, the middle weeks, and the last two weeks.

FIRST WORK WEEK OF YOUTH

1. **The most important task in this week is to determine whether the youth**

have reported to work where they were hired.

Several follow-up methods should be used:

a) Prior to the first work week, companies should meet with the operating agency to discuss any problems that have appeared in the referral and placement phase.

   At this meeting, companies are instructed to call the ES when someone who was hired does not report for work. Companies not attending this meeting are notified by mail.

   Companies which report "no shows" to the ES during the first week (or anytime thereafter) are sent replacements by the ES. Substitute referrals are made from the unemployed youth. The ES checks the outcome of referral and notifies the operating agency.

b) During the first work week, the ES contacts the companies by phone to verify:

   — *That all summer job openings have been filled.*

   — *That the operating agency has the correct contact person listed.*

   — *That the company knows it should call the operating agency when any problems arise with the summer youth employees.*

c) The operating agency calls the youth during this week to determine:

   — *Whether they reported to work where they were hired.*

   — *Whether they understand that they should call a specific number at the operating agency for assistance with job related problems.*

2. Openings which require referrals may develop in any of the above follow-up contacts.

3. If any openings exist, referrals are made by the ES from its list of unemployed youth. However, the outcome of these referrals is communicated to the operating agency for its records.

MIDDLE WORK WEEKS

The operating agency has three primary concerns during the remainder of the program. These are: providing requested assistance to any company or youth for any problem; contacting both companies and youth to check on the general progress of the program; and, developing an accurate record about the youth participation in the program, where they worked, what services were provided to them, and any other pertinent data.

1. **Providing requested assistance to companies and youth.**

   a) The operating agency should provide several coaches to serve as "troubleshooters" who can be dispatched to assist companies and youth. The assistance of the staff should be available through calling a special number at the operating agency.

   b) An operating agency staff member could be stationed at any company or Federal agency employing enough summer employees desiring his services for all or part of a day.

   c) Some of the examples of situations where the operating agency's coaches might provide help are:

      — *Youth does not report to work or call in.*

      — *Youth fails to respond to proper work orders and the company is willing to try to solve the problem before dismissing him.*

      — *Youth believes his paycheck to be in error and requires assistance.*

      — *Supervisor "browbeats" youth about his performance on the job.*

      — *Fellow employee makes racial slurs about the youth.*

      Obviously this list of conflict situations could be substantially extended.

   d) The role of the operating agency's coach is to provide conciliation by someone outside the company to work with the company and youth in these problem situations. This should increase the communication and understanding between the company and employed youth.

   e) Depending on local transportation conditions, it may be desirable for the operating agency to provide transportation for groups of youth working at distant sites of employment.

2. **Maintaining contact with youth and companies.**

   a) The operating agency contacts the employed youth once during the summer.

      Contacts with youth would be aimed at discovering problems which the youth might be hesitant to report on his own initiative.

      The youth would also be informed of any after-work activities that the operating agency plans to conduct for program participants.

   b) The operating agency makes one contact with each participating company during the middle work weeks.

      This contact should reiterate that the company should call the operating agency if it has problems with its summer youth employees.

It may also be determined whether there are any openings which may be filled by referrals from ES.

3. **Maintaining records on program operations.**

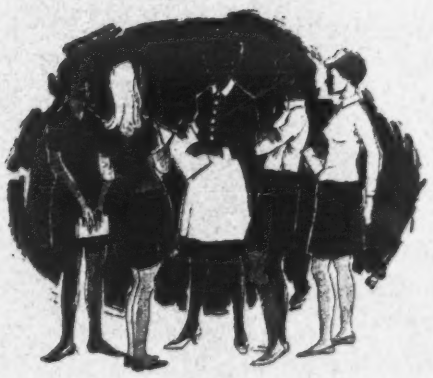
   a) In addition to the initial youth registration or enrollment form, the operating agency should develop a master data card for each participating youth.

      This card would serve as a permanent record of the youth in the program, and would be used for evaluation and in planning the program for the succeeding summer.

   b) For use in management analysis, each coach should submit a weekly report summarizing his activities.

   c) The operating agency staff should summarize the weekly reports by the coaches in an overall weekly progress report on the program.

      The overall report should stress the types of problems and solutions in addition to the number of contacts made.



   d) During all the work weeks of the program, the managerial analysis and research unit should:

      — *Monitor any program activities and meetings.*

      — *Ensure the adequacy of data gathering activities.*

      — *Prepare a written feedback report at least biweekly for distribution to all program personnel.*

      — *Prepare a weekly summary of all program operations for use in compiling a final program history and overall evaluation.*

      — *Develop and test research hypotheses, if staff is available.*

LAST TWO WORK WEEKS

1. **Companies should be contacted to determine:**

   — *Whether youth returning to school can be retained in part-time employment.*

   — *Whether youth who have graduated can be retained in permanent employment.*

2. **Youth should be contacted to ascertain their plans for the fall and whether they would want to work part-time. All should be encouraged to return to school. The operating agency should consider maintaining a year-round program to facilitate part-time employment.**

3. The managerial analysis and research unit must obtain any additional information about the youth that it requires for evaluation and reporting purposes.

4. All operating agency personnel should submit written personal evaluations of the program directly to the managerial analysis and research unit (guidelines to be provided by this unit).

I

EVALUATION AND FINAL REPORT BY MANAGERIAL ANALYSIS AND RESEARCH UNIT

1. All written documents and available data concerning the program are compiled by the managerial analysis and research unit into a detailed program history.

2. Final program report including statistical data on youth served is prepared by the managerial analysis and research unit.

3. Suggestions and modifications are forwarded to those who will plan the following summer's program.

4. Working hypotheses for research in future programs may be suggested.

J

PLANNING NEXT YEAR'S SUMMER YOUTH EMPLOYMENT PROGRAM

The Summer Youth Employment Board begins planning next year's Summer Youth Employment Program taking cognizance of the successes and failures as detailed in the final report. See Appendix I and II for suggested programs that could be integrated into the summer youth employment effort..

PART TWO

Observation of Summer Youth Employment Programs

In the summer of 1968, the Center for Urban Programs (hereafter CUP) at St. Louis University monitored the Youth Progress in Industry Program, the main summer youth employment effort in St. Louis. The program attempted to place in-school youth in private industry or government positions and provide them with extensive supportive services largely through the use of job coaches. Based on evaluation of this program the CUP research team developed guidelines for summer youth employment programs which were distributed nationally by the Labor Department as "A Guide for Summer Youth Employment Programs."

Since the original "Guide" was developed from the 1968 evaluation of the youth employment program in St. Louis, CUP believed that the model's applicability to other cities might be enhanced if it were revised on the basis of CUP observation of programs in other cities in 1969. Subsequently the Labor Department's Experimental and Demonstration Program funded CUP to gain the additional information needed to revise the guidelines. Additional cities were visited and their programs observed during the summer of 1969. As in 1968, CUP also maintained close contact with the major summer youth employment program in St. Louis — the Youth Achiever in Industry Program — successor to the Youth Progress in Industry Program.

The two additional cities selected for observation were New Haven, Connecticut and Phoenix, Arizona. These cities were chosen because they had active summer youth employment programs and their approaches were different from that used in St. Louis. The differences were apparent in the areas of funding, program operation and coordination, and sources of jobs for youth.

In each city the CUP team interviewed a number of people involved in the summer youth employment programs. Discussions were held with key personnel including those from the local OEO-CAP agency, the local NAB, the state employment service, the school board, and the NYC program. A number of on-site visits and interviews with operating personnel and participating youth were also conducted.

The revised guidelines based on 1969 activities comprise Part I of this report. The following paragraphs present brief observations on the programs in each of the three cities. The main program elements and differences between the cities approaches are highlighted. The final section presents some concluding comments on summer youth employment, including some possible new directions for summer programs.

ST. LOUIS

The main summer youth employment program in St. Louis was the Youth Achiever in Industry program (hereafter YAI). St. Louis also had a large number of NYC slots, and in addition there was a variety of small neighborhood youth programs. As might be expected, the NYC portion of the summer program operated in essentially the same manner in all three cities.

The YAI program contained several elements which differed from the programs in other cities. The main differences were in the funding sources, supportive services, job sources, and the operating agency.

The YAI program was the continuation of the Youth Progress in Industry Program of 1968. The metropolitan YMCA again served as the operating agency and secured funds from the Danforth Foundation, a private foundation, and the Missouri State Department of Education Vocational Rehabilitation Service. The YAI program was officially recognized as the major summer youth employment program by the Mayor's Council on Youth Opportunity, which designated youth employment as the primary focus of the 1969 summer programs.

The YAI program conducted registration in the schools and held orientation sessions after school for all registered youth. The local NAB conducted a summer youth pledge campaign in conjunction with their effort to secure full-time positions. The youth referrals were made by the Missouri State Employment Service. These procedures were essentially the same as those used in 1968.

While the 1968 program had employed some 200 college age youth as job coaches to serve as counselors and role-models for employed youth, the number of coaches was substantially reduced in 1969. (This reduction had been suggested by CUP in the evaluation report of the 1968 program.) The 60 coaches employed in 1969 were equally divided into two groups, one college age group with the responsibility of contacting the youth throughout the summer, and the other somewhat older group which dealt with the companies and tried to secure additional jobs. The YAI program provided transportation for groups of youth employed at distant job sites. (Depending on local transportation conditions, this service may significantly increase the effectiveness of summer youth employment efforts.)

St. Louis has employment sources with a substantial number of jobs which few other cities have available — three large United States Government installations. These three together with the other governmental agencies in St. Louis employ over 1,000 youths during the summer. Most cities must rely much more heavily on other job sources, such as NYC and private industry, if they are to conduct a successful summer program.

Youth employment programs in St. Louis other than YAI and NYC are relatively small. However, several of these smaller programs appear to offer promising alternatives for the 14-15 year old age group. A suggested program combining features of several neighborhood programs is presented in Appendix II of this report. Although CUP believes that the emphasis in summer youth employment should continue to be on the older in-school youth (16-21 years of age), cities, or perhaps neighborhood groups would be well advised to consider offering some employment opportunities for the younger age group.

The main features of summer youth employment programs in St. Louis are as follows:

1. The Mayor's Council on Youth Opportunity designates a specific program as the main St. Louis summer youth effort.

2. A large number of Federal agency jobs are available to youth.

3. A private non-profit agency, the YMCA, serves as the operating agency for the major program.

4. Job coaches provide contact with the youth and companies during the summer.

5. Emphasis is placed on employment in private industry and government agencies.

6. Substantial funds are obtained from a large private foundation with headquarters in St. Louis.

NEW HAVEN

In New Haven, Community Progress Incorporated, the local OEO-CAP agency, is responsible for the overall direction of the summer youth employment effort. However, each of the seven target areas in New Haven has a Summer Planning Team involved in planning and developing its own proposals.

New Haven relies on three main job sources: private industry jobs pledged through the Chamber of Commerce (a local NAB was formed during the summer of 1969), NYC slots, and the Summer Work Experience Program (SWEP). New Haven and Phoenix have very few summer positions available through federal agencies. Funding for summer programs is obtained from the Connecticut Department of Community Affairs (DCA), OEO, and the New Haven Fund, a private organization.

The school system recruits youth for the programs, but applications also receive wide distribution through such locations as the neighborhood centers. Jobs in private industry are solicited by the Chamber of Commerce and are allocated to the seven target areas. The Connecticut State Employment Service handles referrals through its staff stationed at the Neighborhood Employment Centers in New Haven. An unusual feature in handling the private industry job pledges is that they are shared with other agencies which are able to make referrals to these openings.

In New Haven, special emphasis is placed on securing employment for youths 16 years of age and over who are in families receiving ADC. The ES receives a list from the State Welfare Department listing these youth and both ES and CPI attempt to register them for summer employment. There are a number of problems with implementing this approach (e.g., contacting the youth for registration), but CUP suggests that some definite income criteria be used in determining the priorities for referrals to summer job openings.

The SWEP program employs youth in funded slots in much the same manner as the NYC program. In 1969, the SWEP positions paid $1.40 an hour for a 30 hour work week. Since NYC positions paid $1.40 for only 27 hours, youth frequently left NYC positions to obtain SWEP jobs. Next year CPI intends to standardize the pay rate and the number of hours for SWEP and NYC jobs to avoid this difficulty.

Most SWEP jobs were for counselors in day camps and for workers on park and playground clean-up crews. The camp counselors were used in the seven day camps that the New Haven Department of Parks and Recreation operated. Each of the seven target neighborhoods is served by a day camp.

The major features of the summer employment programs in New Haven were the following:

1. Activities of the various neighborhood groups are coordinated by CPI, the local OEO-CAP agency.

2. Private sector job openings are shared with other agencies.

3. Youth are recruited by the school system and through the three Neighborhood Employment Centers.

4. Priority for referrals is given to youth in families on ADC.

5. Most openings outside the private sector are in NYC-type slots (i.e., those in non-profit agencies paying a set wage for a specified number of hours per week).

6. The State Department of Community Affairs is the primary source of funds.

PHOENIX

Phoenix has three main sources of jobs for its summer youth employment program: NAB jobs, NYC positions, and summer hiring done by the City of Phoenix. In addition, regular summer hiring by the State of Arizona and Maricopa County provides some additional opportunities for youth in Phoenix. The Mayor's Council acts as the main coordinator of summer youth employment activities.

The hiring by the city of Phoenix is done primarily by the Department of City Parks and Recreation. The programs run by delegate agencies of Operation LEAP, the local OEO-CAP agency, provide openings for NYC enrollees. The LEAP programs are monitored by the Youth Advisory Board composed of twenty-five high school students.

The Phoenix NAB organized its drive for summer youth jobs around a two-day phone canvass conducted by local business executives. Significantly, the NAB campaign for summer youth jobs is separated from NAB efforts to obtain full-time positions. (CUP continues to advocate as it did in 1968 that year-round adult and youth job pledge drives must be clearly separated to ensure the success of each pledge campaign.)

The local NAB and the Arizona State Employment Service conducted orientation sessions in each of the city high schools. The sessions were conducted by a team composed of a businessman, an ES employee, a youth with previous work experience, and a community relations specialist from a local agency. Similar programs have been conducted for the past two summers in selected St. Louis high schools, but with more reliance on school teachers as trainers. CUP believes that these sessions be continued. Appendix I provides a proposed format for such an orientation program.

Referrals to NAB and NYC openings in Phoenix are made by the ES. In the case of NYC jobs an effort is made to find positions near the youth's home. Referrals are made in order according to the date of application. Considering that any youth referred for an NYC job must meet the NYC criteria, the above procedure appears to be a reasonable method of determining priorities within this group.

In addition to the features stressed above, summer youth employment programs in Phoenix depend on the following major elements:

1. The City of Phoenix hires a substantial number of youth.

2. The NAB and ES provide orientation for all city high school students.

3. The NAB separates its drive for summer youth jobs from its efforts to secure adult job pledges.

CONCLUSION

The Center for Urban Programs of St. Louis University has monitored and observed summer youth employment programs over the past two summers. In addition to field research in three cities, CUP has conducted various types of investigation of summer youth employment programs in other American cities. One overriding fact emerges from CUP research to date: the number of job opportunities presently provided by private industry and governmental agencies is not sufficient to provide summer employment for all low-income youth who are seeking employment. As an example of this insufficiency of regular job opportunities under both the private sector and governmental auspices, all three cities studied in depth, St. Louis, Phoenix and New Haven, depended heavily on expansion of the subsidized NYC program to provide summer employment opportunities for low-income youth.

Thus the concept of government subsidy (currently through the NYC program) is already firmly established as necessary to provide present levels of job opportunities for low-income youth, though these levels remain inadequate to fill the need. It follows that unless the private sector can greatly increase summer job opportunities (unlikely at present rates of business expansion or in the light of present corporate practices), the role of government in subsidizing summer youth employment must be enlarged through expansion of regular agency opportunities or through increased NYC direct subsidy programs. Some sort of governmental subsidy over and above that which is presently provided therefore seems the only method of achieving reasonably full employment opportunities for low-income youth during the summers.

One alternative approach to increasing the supply of jobs through subsidy is to utilize an enlarged MA-5 type training concept applied to summer youth job opportunities. The use of this subsidized training for summer employment would presume that youth are gaining training through the job experience itself. This job experience would justify a governmental subsidy of at least a portion of the total cost to the company for employment of the particular youth.

Since the administrative procedures connected with the MA-5 program have in the past inhibited the participation of private businesses, these should be relaxed or eliminated for the short-term summer youth jobs. Subsidized positions might be allocated among private businesses in much the same manner as NYC positions are presently allocated to governmental agencies or non-profit corporations.

In view of the short-term aspect of this employment it could be considered sufficient if a company signed a pledge to provide some training opportunities to the youth on the job without providing elaborate follow-up checks on whether such training opportunity is actually provided. In short, the presumption would be that the job experience itself would constitute sufficient training to justify the use of the MA-5 subsidy concept. Another presumption would be that enough employers would be acting in good faith so as to eliminate the necessity for elaborate and expensive follow-up to determine whether the job experience was in fact accompanied by a rigorous training experience.

Finally, CUP wishes to highlight summer program elements which youth program administrators should concentrate on achieving in order to guarantee summer youth program success:

1. Youth Recruitment — neighborhoods should be involved in recruiting youth.

2. Youth Orientation — a program such as that presented in Appendix I is fundamental for program success.

3. Job Development — a summer youth job campaign separate from other job pledge efforts should be conducted.

4. Referral and Placement — need as evidenced by family income levels should play a role in establishing priorities for referral.

5. Transportation — if local conditions warrant, transportation to difficult-to-reach job sites should be provided.

6. Other Supportive Services — if the summer youth employment program concentrates on placing in-school youth, supportive services such as those provided by job coaches can be kept at a minimum.

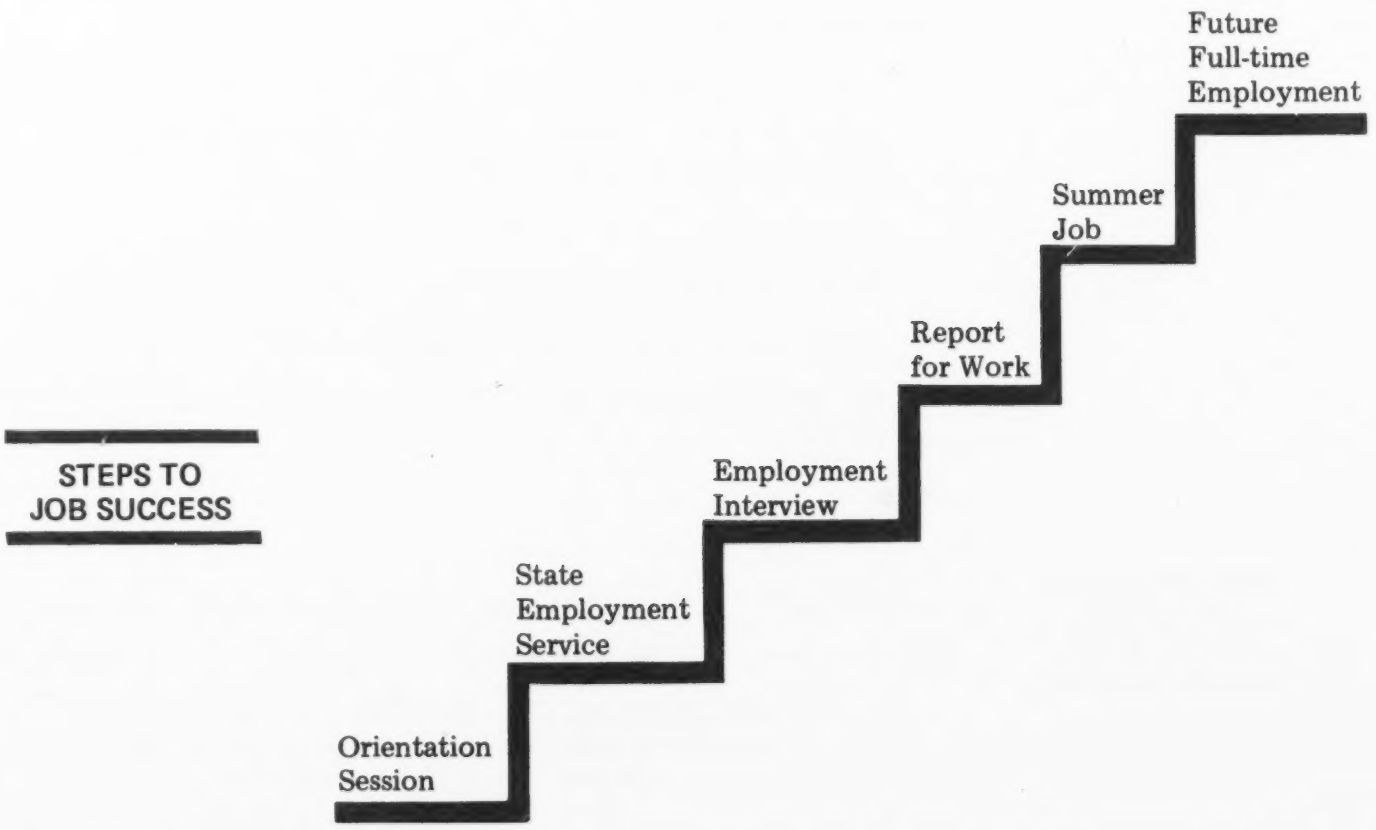
APPENDIX I

YOUTH ORIENTATION KIT

The Youth Orientation Kit which follows was designed by the Center for Urban Programs based on youth orientation which has been conducted in St. Louis, Phoenix and New Haven. The kit is designed so that it may be distributed for informational purposes or used as a springboard for discussion purposes. Each item can be used as a teaching tool with students adding their own ideas or filling in necessary information peculiar to their individual circumstances. The discussion time necessary to conduct the program should be approximately six hours.

SUBJECTS

Steps to Job Success.
Job Application and Interview.
Employer Fact Sheet.
Equal Opportunity Employer.
Job Hints.
Job Responsibilities — The Job Balance.
Paycheck Information.
Sample Weekly Budget.
Unions.
Summer Job Card.



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JOB APPLICATION AND INTERVIEW

Information you will need to have with you when you fill out a job application:

Name, Address, Telephone Number.

Social Security Number (See your local post office for application form if you do not have one).

Character References (other than relatives and former employers — for example, teacher, youth leader, minister), their names and addresses.

A copy of your birth certificate.

Schools attended, When and Where.

Possible Interview Questions which you should be prepared to answer:

What is your previous work experience?

What school activities have you participated in?

Why do you want to work?

Why do you want to work for us?

Tell me about yourself.

What kind of a job would you like?

Why is a job important to you?

Have you done any volunteer work?

How much do you expect to be paid?

Other Interview Tips:

Use correct English.

Dress neatly — usually conservative clothing is best. Your "mod" clothes are best for other events.

Arrive on time — a few minutes early is even better.

Be alert, courteous and attentive.

Watch your posture. Do not slump in the chair.

Be honest about yourself. Don't exaggerate or underestimate your abilities.

EMPLOYER FACT SHEET

COMPANY	LOCATION	TYPES OF JOBS	RATES OF PAY
XYZ Corporation	100 Main Street	Clerical	$1.70/hr.

[Each orientation team should construct a sample list of participating companies with the types of jobs and pay rates that are available.]

EQUAL OPPORTUNITY EMPLOYER

What does Equal Opportunity Employer mean?

It means that:

If you have the qualifications required for a job position, you will be considered for the position regardless of your race, color, religion, sex, or national origin.

Once you have obtained the job, no benefits or service will be denied to you because of your race, color, religion, sex or national origin.

You will not be treated differently or segregated from other employees because of your race, color, religion, sex, or national origin.

What do you do if you feel you have been discriminated against before getting a job?

Notify the State Employment Service.

What do you do if you feel you have been discriminated against while on the job?

1. Follow the "chain of command," see your immediate supervisor first. (If he is the person you feel is discriminating against you, see the personnel office.)

   If your immediate supervisor cannot help you, see his supervisor. Each time you go to a higher authority, give the lower authority the courtesy of letting him know what you are doing.

2. Check to see if there is a union shop steward.
3. Check to see if there is a grievance committee.

JOB HINTS

Be on time.

Dress neatly.

Dress appropriately. Check to see if the firm has a dress code.

Always call in if you are sick or going to be late.

If you have questions about the job, ask your supervisor.

Take your responsibilities seriously.

Make an effort to get along with your co-workers.

Set some standards and goals for your work experience.

Know about the company you are working for.

Be careful with company property.

Observe safety rules and procedures.

Follow instructions carefully.

Be honest.

DO

JOB HINTS
continued

DON'T

Loaf on the job.

Take long lunch hours.

Take long breaks.

Be afraid to ask questions if you don't understand.

Be hasty and negligent.

Be insubordinate.

Be dishonest.

JOB RESPONSIBILITIES — THE JOB BALANCE

YOU MUST PROVIDE	COMPANY MUST PROVIDE
Knowledge of your job, company rules.	Payment for services.
High level job performance.	Adequate and safe working conditions.
Honesty.	Supervision and job training.
Reporting to work on time.	Appropriate fringe benefits.
Neat and appropriate appearance.	Non-discriminatory policies.

PAYCHECK INFORMATION

[Orientation session leaders should have sample paycheck for use in this session.]

You should know the following information about your pay:

On what basis are you paid?

Hourly? Weekly? Bi-Weekly? Monthly?

The difference between gross pay and net pay:

Gross Pay: Salary before deductions.

Net Pay: Amount you receive after deductions.

What are the various payroll deductions?

Federal Income Tax
Social Security (FICA)
City Taxes
State Taxes
Union Dues (if any)
Insurance

When do I receive my paycheck?

Where do I receive my paycheck?

Who do I see if I have questions about my paycheck?

SAMPLE WEEKLY BUDGET

Gross Pay ($1.60 per hour for 40 hours)	$64.00
Net Pay (Gross pay less taxes and other payroll deductions)	54.00
Weekly Expenses	
Transportation ($1.00 per day)	$ 5.00
Food (Lunches and Snacks) ($1.50 per day)	7.50
Clothing	15.00
Entertainment	8.00
Home Expenses	5.00
Savings	5.00
Other Expenses	4.00
Emergency Fund	4.50
Total Expenses	$54.00

To check to see if you are keeping within your budget, subtract your expenses from your net pay. If your expenses are higher than your net pay, it will be necessary to evaluate your expenses to see where you can cut down.

UNIONS

[Orientation leaders should check local conditions to determine whether this section is applicable to local companies.]

You should know the following information about the union situation at the place of your employment.

Are you required to get a permit or join the union?

Name of the union.

Purpose of the union.

Name of union representative for your work unit.

Dues paid: When? How much? Where? Why?

How does the union status of your co-workers (or yourself) affect your work responsibilities?

What should you do if there is a strike at the company?

— if you are a non-union worker.

— if you belong to the union.

SUMMER JOB CARD

[Operating agency should provide these for youth to carry with them during the summer.]

(Front)

JOB I.D. CARD

Name _____

Address _____

Telephone _____

Social Security No. _____

Employer _____

Address _____

Telephone

(Back)

Job Supervisor _____

Telephone _____

Operating Agency _____

Telephone _____

Employment Service _____

Telephone _____

APPENDIX II

SUGGESTED 14–15 YEAR OLD PROGRAM

This program was designed by the Center for Urban Programs based on several similar programs which have operated successfully in St. Louis.

OUTLINE

1. NEED
2. OVERALL ORGANIZATION AND COORDINATION
3. STAFF
4. RECRUITMENT AND SELECTION OF YOUTH
5. ORIENTATION OF YOUTH
6. JOB DEVELOPMENT AND JOBS
7. SAVINGS PLAN

1. NEED

Fourteen and fifteen year-olds constitute a large proportion of the unemployed youth in the summer, yet most summer youth employment programs concentrate efforts on the 16-21 year old age group, with little or no attention devoted to the 14-15 year olds. In addition, state and federal labor laws usually prohibit youth under 16 from performing many types of jobs. Above and beyond such obstacles, many employers are not willing to hire young, "untried" youth of the 14-15 year age group.

The 14-15 year old group is in transition from elementary to high school and, in many cases, they experience feelings of insecurity. Lacking summer job opportunities, youngsters often turn to readily available negative activities to occupy their "unused" time during the long, hot summer. This age group reveals a high incidence of juvenile arrests, resulting from incidents ranging from petty pranks to serious crimes.

On the positive side, the 14-15 year old with proper motivation, exhibits a genuine willingness to work and can benefit from instruction in desirable work habits and attitudes. This preparation for the "world of work" can also improve the likelihood that the youth will more readily return to school instead of dropping out. Finally, youth at this age need some spending money during the summer and throughout the school year. Income from summer employment helps fill this need and can become the catalyst which helps keep the youth in school.

2. OVERALL ORGANIZATION AND COORDINATION

Most summer youth programs have been aimed at in-school youth between the ages of 16 and 21 (with emphasis on the 16-19 age group) who lacked suitable employment. Consequently, many of the 14 and 15 year olds who would like summer employment have to fend for themselves with little chance of success. The coordination of all sources of jobs for this age group should be undertaken early enough to ensure a good working base of potential jobs.

3. STAFF

The staff should consist of a Director and Assistant Director. The Assistant Director could be an experienced youth from the regular summer employment program. The two staff members could serve as job solicitors, general foremen, bankers, accountants, and counselors for the group. Both should be versatile enough to effectively handle any of the above functions which will be needed in the program.

The assistant can provide front-line supervision when several youth are employed on a short term project. He can also help coordinate youths on small projects when they are in the same general location. This assumes that most jobs for 14-15 year olds be of the small, "odd-job" type.

4. RECRUITMENT AND SELECTION OF YOUTH

Recruitment can be carried out by the local neighborhood Board of Directors. It should not be difficult to recruit youth, both boys and girls, for the program. Churches, school, community centers, neighborhood corporations and the community at large are all good sources for finding 14-15 year olds. Youth should be selected on the basis of need.

5. ORIENTATION OF YOUTH

It is essential that at least 3 to 6 hours be set aside for orientation of youth. Youth should be paid at the rate of $1—$1.25 an hour during the orientation period if funds are available. As previously noted, a source of such funds may be business contributions. (See Appendix I for a suggested orientation.)

6. JOB DEVELOPMENT

Job development is the most critical phase of the entire program. Program success depends upon the reservoir of job sources. In most cases, a campaign of some type will have to be undertaken to secure "temporary" or one-day type jobs. Good sources of jobs include church congregations, small businesses, and neighborhood residents. Advertising through community service radio spots, handbills and door-to-door canvassing can be utilized to let the people in the community know that youth are available. Job orders should be taken and work assignments made from a central location.

Distinctive form of dress for program participants (e.g., white T-shirts [lettered] and sun helmets) can greatly aid a program of this type. In

addition to being comfortable and practical, distinctive clothing serves as identification of the crew and at the same time, helps to publicize the presence of the program in the community. In addition to these factors, the "uniforms" help satisfy youth's need for a sense of belonging and identification within the group.

7. PAY AND SAVINGS PLAN

A mandatory savings plan should be established for the 14-15 year old as part of his "basic training" in the world of work. One reason is that many youth in this age group may spend all their earnings immediately rather than putting some aside for future needs. The savings plan would ensure that the youth has a sense of security gained from accumulating savings, and that his savings become a source of funds for his next school year.

The rate of pay would vary with local conditions, but should be around $1—$1.25 an hour with most youth working an estimated 15-20 hours per week. Each week, no more than one-half but no less than $5.00 should be put into a regular savings account in the name of the boy.

A letter should be sent home at the outset of the program, explaining the program and its purposes and also explaining that no money put into the youth's savings account should be withdrawn, except for absolute emergencies, until the end of the program. The parent should be asked to sign an agreement, stating that he would cooperate fully with those provisions.

GPO 910-472